STAFF REPORT
ACTION REQUIRED

1049, 1050, 1065, 1095, 1235, 1255, 1265, 1275 and 1295

Date: March 23, 2015
To: Scarborough Community Council
From: Director, Community Planning, Scarborough District
Wards: Ward 44 – Scarborough East
Reference Number: 14 131315 ESC 44 OZ

SUMMARY

This application proposes to amend the Zoning By-law to reduce the overall vehicular parking rate requirement for institutional uses, to introduce a new vehicular parking rate requirement for student residences, and to introduce a bicycle parking rate requirement on the University of Toronto Scarborough Campus at 1049, 1050, 1065, 1095, 1235, 1255, 1265, 1275 and 1295 Military Trail and 755 Morningside Avenue.

The proposed zoning by-law amendment is considered appropriate for the campus, and provides an opportunity for continuing the development of the campus in a way that supports active transportation and building a healthy community.

This report reviews and recommends approval of the application to amend the Highland Creek Community Zoning By-law No. 10827, as amended.
RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Highland Creek Community Zoning By-law No. 10827, as amended, for the lands at 1049, 1050, 1065, 1095, 1235, 1255, 1265, 1275 and 1295 Military Trail and 755 Morningside Avenue substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 3 to the report dated March 23, 2015.

2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.

Financial Impact
The recommendations in this report have no financial impact.

DECISION HISTORY
The parking requirement for all uses on the campus is 2.15 parking spaces per 100 square metres of gross floor area. In 2003 the Committee of Adjustment approved minor variance A80/03SC which permitted a parking standard of 0.75 parking spaces per 100 square metres of gross floor area for existing and future student residences.

The majority of the University of Toronto Scarborough Campus lands have been excluded from the City's comprehensive Zoning By-law No. 569-2013, as amended including all lands zoned Institutional Uses (I) and subject to the application. The lands remain subject to the Highland Creek Community Zoning By-law No. 10827, as amended.

ISSUE BACKGROUND

University of Toronto Scarborough Master Plan Exercise
In 2008, the University of Toronto Scarborough (UTSC) hired Urban Strategies Inc. to prepare a master plan to guide future campus expansion over the next 50 years. UTSC held consultations with various stakeholders, including the City of Toronto, and adopted the master plan in April 2011. The master plan sets out a vision for an intensified, mixed-use urban campus with increased pedestrian connectivity, better transit service and facilities, and new residential development. An Official Plan Amendment and Zoning By-law Amendment are both required to implement the master plan. City Planning Staff and UTSC are currently discussing study submission requirements, major issues, and a work plan for the applications. The proposed reduced parking standards described in this...
report would help facilitate some future buildings and, further consideration of parking rates will be considered as part of the master plan review.

**Appeal to By-law 569-2013**

On June 13, 2013 Cassels Brock Blackwell, LLP on behalf of the Governing Council of the University of Toronto, filed an appeal to the City of Toronto Zoning By-law 569-2013. There are various matters contained in this appeal, including parking standards for post-secondary schools and bicycle parking standards for post-secondary schools.

On July 14, 2014 Cassels Brock Blackwell, LLP on behalf of the Governing Council of the University of Toronto, filed an appeal to Zoning By-law No. 559-2014, which amends the City's comprehensive By-law No. 569-2013, and revises Table 230.5.10.1(1) – Bicycle Parking Space Rates for a Post-Secondary School use to replace the short-term and long-term bicycle parking rates.

**Proposal**

The University of Toronto proposes a reduction in parking rates for the subject lands from the current standards in the Highland Creek Community Zoning By-law No. 10827, as amended, to rates that better reflect parking usage and demand at UTSC. The majority of lands on the Scarborough Campus have been exempted from By-law No. 569-2013. UTSC's proposed rates, and those of the existing zoning by-laws, are outlined below:

**Vehicular Parking Rates**

<table>
<thead>
<tr>
<th>Use</th>
<th>Applicant's Proposal</th>
<th>Highland Creek Community Zoning By-law</th>
<th>Zoning By-law No. 569-2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Institutional (Post-Secondary School)</td>
<td>1.75 sp/100 m² gross floor area</td>
<td>2.15 sp/100 m² gross floor area</td>
<td>2.0 sp/100 m² gross floor area</td>
</tr>
<tr>
<td>Student Residences</td>
<td>0.2 sp/100 m² gross floor area</td>
<td>0.75 sp/100 m² gross floor area (minor variance A80/03SC reduced from 2.15 sp/100 m²)</td>
<td>No separate requirement</td>
</tr>
</tbody>
</table>
## Proposed Bicycle Parking Rates

<table>
<thead>
<tr>
<th>Use</th>
<th>Applicant's Proposal</th>
<th>Highland Creek Community Zoning By-law</th>
<th>Zoning By-law No. 569-2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Post-Secondary School</td>
<td><strong>Short term</strong>*: 0.18 spaces/100 m² of gross floor area for office and classroom uses;</td>
<td>No requirements</td>
<td><strong>Short term</strong> (outdoor): 3 plus 0.18 spaces/100 m² of interior floor area used for post-secondary school offices and classrooms;</td>
</tr>
<tr>
<td></td>
<td><strong>Long term</strong>*: 0.60 spaces/100 m² of gross floor area for office and classroom uses.</td>
<td></td>
<td><strong>Long term</strong> (secured indoor): 0.6 spaces/100 m² of interior floor area used for post-secondary school offices and classroom</td>
</tr>
</tbody>
</table>

* Bicycle parking spaces may be provided anywhere on the campus where lands are zoned Institutional, and are applicable only to buildings for which a complete development application was submitted after the date of passage of the amending zoning by-law.

Of note, the application does not seek changes to the required parking rates for the Toronto Pan Am Sports Centre (TPASC) facility which were implemented in 2011. Parking rates for that facility require a minimum rate of 2.5 parking spaces per 100 m² of gross floor area. It requires a minimum of 1.5 parking spaces per 100 m² of gross floor area to be provided on the subject lands and a minimum of 1.0 parking spaces per 100 m² of gross floor area to be provided off-site within the lands regulated by Exception No. 26 (c) of the Highland Creek Community Zoning By-law, provided all such off-site parking spaces are located north of Ellesmere Road and may be used on a shared use basis as set out in Exception No. 26 (c).
Exception No. 26 applies to lands zoned Institutional Uses (I) with or without a Holding Provision, on the UTSC campus. The exception allows parking as an additional permitted use, it allows required parking to be located anywhere the exception applies, rather than in association with a specific building, it sets the minimum parking rate at 2.15 spaces/100 square metres of gross floor area, and it allows parking located north of Ellesmere Road to be provided on a shared use basis with lands subject to Exception No. 51 (TPASC facility). Refer to Attachment 2: Exception No. 26 lands to which Exception No. 26 applies.

Site and Surrounding Area
UTSC is located immediately east of Morningside Avenue, with two distinct campus areas north and south of Ellesmere Road. The north campus consists of 41 hectares of vacant land, surface parking lots, the recently constructed Instructional Centre at the corner of Ellesmere Road and Military Trail, the Environmental Science and Chemistry Building, currently under construction, and the new TPASC facility which is co-owned by the City of Toronto and the University of Toronto. The Centennial College Morningside Campus building at the north-east corner of Morningside Avenue and Ellesmere Road is also part of the UTSC lands. The developed part of the south campus is 20 hectares in size and contains the majority of existing university buildings. The south campus also includes 65 hectares of ravine lands surrounding Highland Creek. The ravine lands are not included in this rezoning application. Military Trail, a major street, forms the east edge of the south campus and runs on a diagonal through the north campus lands. Immediately north of the campus is the City municipal works yard, a covered former landfill site and Highway 401.

Adjacent land uses include:

**North:** City of Toronto Morningside Yard, Highway 401.

**East:** Low-rise residential neighbourhoods.

**West:** West of Morningside Avenue and north of Ellesmere Road are Apartment buildings, 3-4 storey townhouses and 2-storey semi-detached and single detached residential dwellings. West of the south campus are ravine lands surrounding Highland Creek.

**South:** Ravine lands surrounding Highland Creek and low-rise residential neighbourhoods.

Provincial Policy Statement and Provincial Plans
The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources and
protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council’s planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation.

City Council’s planning decisions are required by the Planning Act, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Official Plan
The majority of the subject lands are designated Institutional Areas within the Official Plan. These areas are made up of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities.

The site of the new TPASC facility on the north campus is designated Parks and Open Space Areas- Parks, which permits recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities.

East of the TPASC site and immediately north of Chartway Boulevard is a UTSC-owned rectangular parcel designated Neighbourhoods. This designation permits a variety of residential uses in lower scale buildings such as detached houses and semi-detached houses.

The southwest portion of the UTSC campus incorporates a section of Highland Creek, the adjacent ravine lands, several recreational fields and the historic Miller Lash homestead. These areas are designated Parks and Open Space Areas- Natural Areas and are part of Toronto's Natural Heritage System. Parks and Open Space Areas- Natural Areas are to be maintained primarily in a natural state, while still allowing for compatible recreational, cultural and educational uses and facilities.

The subject lands are also part of the Highland Creek Community Secondary Plan. The north campus is identified as being part of Area “A” on Map 2-1 Urban Structure Plan, of the Secondary Plan. Area “A” policies are contained in Section 1.5 of the Secondary Plan and specify that lands within this area are within the potential influence of the former landfill site. As such, the construction of any buildings, structures, services and hard surface paving will only be permitted pending completion of engineering studies examining gas, leachate, and hydrogeology among other environmental issues.

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Section 1.6 of the Secondary Plan applies to the Neighbourhoods-designated portion of the UTSC campus, and specifies that only single detached dwellings and semi-detached dwellings are permitted.

**Zoning**

The zoning of UTSC reflects the diverse character of the over 120-hectare campus. Below is a summary of the zoning that applies to each part of the campus:

**Institutional Areas (north and south campuses)**

The majority of the subject lands north and south of Ellesmere Road are currently zoned Institutional Uses (I) in the Highland Creek Community Zoning By-law, as amended, and are exempt from City-wide Zoning By-law 569-2013. The Institutional Uses zone permits institutional uses and day nurseries. In this case “Institutional Uses” mean Public and Semi-Public Uses generally consisting of large tracts of land with low building coverage, including private and public educational institutions, libraries, hospitals, fire halls, cemeteries, homes for the aged, municipal parks, nursing and convalescent homes.

Portions of the lands north of Ellesmere Road zoned Institutional Uses (I) are subject to a Holding Provision (H). The "H" can be removed in whole or in part, if Council is satisfied that impacts related to municipal servicing, transportation, subsurface environmental quality, and stormwater management have been adequately addressed through studies, including appropriate mitigation measures.

Portions of the campus zoned Institutional Uses (I) are subject to Exception No. 26, which exempts the lands from the requirement that parking spaces shall be located on the same parcel as the use they serve, and specifies an overall parking rate of 2.15 spaces per 100 square metres of gross floor area for the UTSC as a whole. Minor Variance A80/03SC reduced this standard for student residences to 0.75 spaces per 100 square metres. Exception No. 21 applies to the developed portion of the south campus and the area of the north campus west of Military Trail and permits "marketplace signs" in addition to any other permitted uses.

In addition, much of the north campus lands zoned Institutional (I) are subject to Exception No. 29, which limits the type of uses permitted prior to the lifting of the Holding Provision (H). The restricted list of uses includes surface parking lots and recreational uses, including outdoor playing fields.

**Residential Areas (east portion of north campus)**

The eastern portion of the north campus is zoned Single-Family Residential (S) in the Highland Creek Community Zoning By-law, as amended, which permits single family homes, correctional group homes and group homes. The rectangular parcel of land north of Chartway Boulevard is also included in the City-wide Zoning By-law No. 569-2013.

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within a Residential Detached (RD) Zone. In addition to permitting detached houses, this zoning category allows for a variety of compatible low-intensity uses on a conditional basis, including day nurseries, libraries, fire halls and places of worship, among others.

**Ravine lands (south portion of the south campus)**
The ravine lands are zoned Major Open Spaces (O) in the Highland Creek Community Zoning By-law, as amended, which are characterized as areas with topographic or physical constraints on buildings and new development. Public recreational uses and accessory uses are permitted. The portion of the campus lands south of Highland Creek is also subject to the West Hill Community Zoning By-law 10327, as amended, which also identifies it as Major Open Spaces (O). In the City-wide Zoning By-law 569-2013, as amended, both of the above described areas are zoned Open Space-Natural (ON), which permits agricultural uses, parks, ambulance depots, fire halls, police stations, public utilities and transportation uses.

**Reasons for Application**
The purpose of the zoning by-law amendment application is to reduce the overall vehicular parking rate requirement for institutional uses, to introduce a new vehicular parking rate requirement for student residences, and to introduce a bicycle parking rate requirement for the lands zoned Institutional Uses (I) both with and without a Holding Provision, on the University of Toronto Scarborough Campus, excluding the TPASC facility.

**Community Consultation**
A community consultation meeting was held on December 8, 2015. Councillor Moeser, City Planning Staff, University of Toronto Scarborough staff, and a representative of BA Consulting were in attendance. The meeting was attended by one member of the public.

The community member in attendance thought that there were an excess number of parking spaces on the campus, which makes the area visually unappealing.

Other comments raised at the meeting, but unrelated to the rezoning application included the suggestion that a more direct driveway connection from the UTSC north campus parking lot to the TPASC facility be provided, and that a sidewalk is required for Conlin's Road in the vicinity of the campus because of speed of traffic on the street and potential dangers for pedestrians.
Agency Circulation

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate By-law standards.

COMMENTS

Provincial Policy Statement and Provincial Plans

The proposal is consistent with the PPS. The PPS seeks to create strong healthy communities, and promotes the use of active transportation, transit and transit supportive development. The PPS also stipulate that transportation and land use considerations shall be integrated at all stages of the planning process.

The proposal conforms and does not conflict with the Growth Plan for the Greater Golden Horseshoe. The Growth Plan encourages development of complete communities which include the provision of options for safe non-motorized travel, and by offering a balance of transportation options that reduces reliance upon any single mode and promotes transit, cycling and walking.

Vehicular Parking Rate

Institutional Uses excluding student residences

The original proposal by the applicant was to reduce the required vehicular parking rate from 2.15 spaces per 100 square metres for institutional uses to 1.4 spaces per 100 square metres for non-residential uses. This rate was set out in the Parking Considerations report prepared by BA Consulting and submitted as part of the rezoning application. The report includes a review of current and future parking needs for the campus, and provides recommendations for standards for the amending zoning by-law taking into consideration the long term master plan for UTSC.

The study considers the anticipated future gross floor area resulting from the build out of the master plan and suggests a suite of Transportation Demand Management (TDM) strategies to redistribute and reduce the travel demand. These include promoting the use of public transit, promoting cycling, engaging students through Smart Commute Scarborough to manage outreach and promote alternative travel modes, providing carpooling spaces to promote car sharing, and minimizing car parking.

The study was reviewed by Transportation Staff both in City Planning and in Transportation Services. Staff concur with the reports finding that observed parking demand is consistently below the prevailing by-law's minimum requirement for the existing uses on the campus.

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In response to concerns raised by staff through the review of the application, the applicant's proposed vehicular parking rate has been increased to 1.75 spaces per 100 square metres for institutional uses. This rate was recommended by staff through evaluation of the submitted Parking Considerations Study, evaluating parking requirements for other Post-Secondary Institutional Uses, and through dialogue with the applicant and BA Consulting. This rate will enable the addition of approximately 25,000 square metres of institutional use gross floor area to the campus, including the proposed Recreation Wing redevelopment (Highland Hall), without the need for the construction of any additional parking spaces. Transportation Planning staff also encourage the University to implement and monitor the proposed TDM measures as set out in the Parking Considerations report.

The Highland Creek Community Zoning By-law limits institutional uses to only specific uses, these uses are described in the "Zoning" section on page 7 of this report. Any additional uses contemplated by the master plan, and any potential reconsideration of parking rates, would be undertaken as part of a zoning by-law amendment application to implement the master plan, with appropriate supporting studies.

**Student Residences**
The applicant proposes to implement a separate vehicular parking rate of 0.2 spaces/100 square metres for residential uses on the campus. The existing parking rate of 2.15 spaces per 100 square metres of gross floor area pertains to all permitted uses within the Institutional Uses (I) zone, which do not specifically include "residential uses". In 2003 the Committee of Adjustment approved minor variance A80/03SC which permitted a parking standard of 0.75 spaces per 100 square metres of gross floor area for existing and future student residences.

The Parking Considerations Report prepared by BA Consulting found that student resident peak demand to be in the range of 0.08 to 0.19 spaces per 100 square metres of residential gross floor area. The UTSC campus does not currently support any other type of residential use than student residences.

Staff concur with the proposed rate of 0.2 spaces per 100 square metres of gross floor area for student residences. Further consideration of a residential parking rate for dwelling units that may be contemplated as part of the master plan would also be undertaken as part of a zoning by-law amendment application to implement the master plan.

**Bicycle Parking Rate**
The Highland Creek Community Zoning By-law does not contain bicycle parking space requirements. Notwithstanding, the Toronto Green Standard (TGS) contains
performance measures that relate directly to those contained within the City-wide comprehensive By-law No. 569-2013, as amended. While staff attempt to secure TGS performance measures for green development through the review of site plan control applications for new buildings on the campus, including minimum bicycle parking standards in the Highland Creek Community Zoning By-law would enable greater enforceability.

The bicycle parking space rate proposed by the University has changed since the original submission and as described in the Preliminary Report. The original proposal was similar to the pre-January 1, 2014 TGS guidelines which required a rate of 0.28 bicycle parking spaces per 100 square metres of gross floor area.

Through the review of the application, the proposed rate has been amended so that it is comparable to the City-wide By-law, No. 569-2013, as amended. The recommended bicycle parking rate is:

- 3 spaces plus 0.18 short term bicycle parking spaces for each 100 square metres of floor area used for offices and classrooms; and,
- 0.6 long term bicycle parking spaces for each 100 square metres of floor area used for offices and classrooms.

The bicycle parking spaces may be located anywhere on the campus to which the performance standard applies, and long term bicycle parking spaces must also be provided indoors or within a covered, separately accessed, controlled area. It is recommended that this standard be applicable to all buildings containing offices and/or classrooms for which a complete application for site plan control was filed on or after May 6, 2015. As such, the new standards would not be applicable to the Site Plan Control Applications already submitted for the Recreation Wing Redevelopment (Highland Hall), and the additional temporary office space portable located behind the Social Sciences building. The campus currently provides 179 bicycle parking spaces.

**Toronto Green Standard**

On October 27, 2009 City Council adopted the two-tiered TGS. The TGS is a set of performance measures for green development. Tier 1 is required for new development. Tier 2 is a voluntary, higher level of performance with financial incentives. Achieving the Toronto Green Standard will improve air and water quality, reduce greenhouse gas emissions and enhance the natural environment.

The applicant is required to meet Tier 1 of the TGS.
The recommended zoning by-law amendment will secure performance measures for the following Tier 1 development features: Cycling Infrastructure.

**Conclusion**
The recommended vehicular and bicycle parking rates as outlined in the draft zoning by-law amendment are considered appropriate for the campus, and provides an opportunity for continuing the development of the campus in a way that supports active transportation and building a healthy community.

**CONTACT**
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**SIGNATURE**

________________________________________________________________________

Joe Nanos, Acting Director  
Community Planning, Scarborough District

**ATTACHMENTS**  
Attachment 1: Zoning  
Attachment 2: Exception No. 26 Lands  
Attachment 3: Draft Zoning By-law Amendment
Attachment 1: Zoning

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Attachment 2: Exception No. 26 Lands

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Attachment 3: Draft Zoning By-law Amendment

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-20~

To amend the Highland Creek Community Zoning By-law No. 10827, as amended, With respect to the lands municipally known as, 1049, 1050, 1065, 1095, 1235, 1255, 1265, 1275 and 1295 Military Trail and 755 Morningside Avenue

WHEREAS authority is given to Council by Section 34 of the Planning Act, R.S.O. 1990, c.P. 13, as amended, to pass this By-law; and

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. SCHEDULE “A” is amended by adding Performance Standard No.'s 219 and 220 to the lands as shown on Schedule 'I', so that the amended zoning reads:


   I (H) – 219 – 220– 258 – 303 – 405

2. Schedule "B", PERFORMANCE STANDARD CHART, is amended by adding Performance Standard No.'s 219 and 220 as follows:

   PARKING

219. Prior to the date of adoption of this by-law, a minimum of 179 bicycle parking spaces shall be provided on lands zoned Institutional Uses (I) and I(H). For all buildings containing offices and/or classrooms for which a complete application for site plan control was filed on or after May 6, 2015, additional bicycle parking spaces shall be provided at the following rate:

   (i) Minimum number of short-term bicycle parking spaces: 3 plus 0.18 bicycle parking spaces for each 100 square metres of floor area used for offices or classrooms; and
(ii) Minimum number of long-term bicycle parking spaces: 0.6 bicycle parking spaces for each 100 square metres of floor area used for offices and classrooms.

For the purposes of this performance standard, long term bicycle parking spaces must be located indoors or within a covered, separately accessed, controlled area, and any required bicycle parking spaces may be located anywhere that this performance standard applies.

220. A bicycle parking space must comply with the following:

(a) The minimum dimension of a bicycle parking space is:
   (i) Minimum length of 1.8 metres;
   (ii) Minimum width of 0.6 metres; and,
   (iii) Minimum vertical clearance from the ground of 1.9 metres; and,

(b) The minimum dimension of a bicycle parking space if placed in a vertical position on a wall, structure or mechanical device is:
   (i) Minimum length or vertical clearance of 1.9 metres;
   (ii) Minimum length of 0.6 metres; and
   (iii) Minimum horizontal clearance from the wall of 1.2 metres; and,

(c) If a stacked bicycle parking space is provided, the minimum vertical clearance for each bicycle parking space is 1.2 metres.

(d) An area used to provide bicycle parking spaces must have a vertical clearance of:
   (i) 2.4 metres if it is a stacked bicycle parking space; and,
   (ii) 1.9 metres in all other cases.

3. Schedule "C", EXCEPTION LIST, Exception No. 26 is amended by deleting Clause (c) and replacing it with the following:

   (c) A minimum of 1.75 parking spaces per 100 m² of gross floor area shall be provided for all permitted uses with the exception of student residences,
and, without increasing that minimum requirement, any parking spaces located within that portion of the lands located north of Ellesmere Road may be provided on a shared use basis for any use located within the lands that are subject to Schedule "C' Exception 51.

4. Schedule "C", EXCEPTION LIST, Exception No. 26 is amended by adding clause (d) as follows:

(d) A minimum of 0.2 parking spaces per 100 square metres of gross floor area shall be provided for student residences.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

JOHN TORY, 
Mayor

ULLI S. WATKISS, 
City Clerk

(Corporate Seal)
Schedule '1'

I(H)-219-220-258-303-405

I-219-220-258-303-405


1265 Military Trail
Zoning By-Law Amendment

Area Affected By This By-Law

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